

Message Text

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SUBJ: USG REPRESENTATION LIST 16 - STATUS AFTER EIGHT MONTHS

REF: MOSCOW 15992

1. SUMMARY: SCANT PROGRESS IN RESOLUTION OF USG REPRESENTATION LIST 16 CASES REMAINED THE RULE DURING OCTOBER AND NOVEMBER, CONTINUING THE DISAPPOINTING TREND OF AUGUST-SEPTEMBER AND CONTRASTING SHARPLY WITH EARLIER, MORE FAVORABLE RATE OF RESOLUTION DURING FIRST FOUR MONTHS AFTER SUBMISSION OF LIST. WITH NOTABLE EXCEPTION OF IECHEPENE AND TROLYKA CASES, BOTH RESOLVED DURING PAST TWO MONTHS, AMERICAN CITIZEN REPATRIATION AND REUNIFICATION OF DIVIDED SPOUSES REMAINED AT A STANDSTILL. FOR THE FIRST TIME IN RECENT MEMORY, EXIT PERMISSION ALREADY GRANTED TO ONE REPRESENTATION LIST FAMILY WAS SUBSEQUENTLY RESCINDED, LEAVING FAMILY IN GENUINELY DESPERATE STRAITS. SLOWLY IMPROVING SOVIET ATTITUDE TOWARD EMIGRATION TO US IN GENERAL IS CLEARLY NOT MATCHED BY CONCESSIONS IN LONG-TERM USG INTEREST CASES, AND EMBASSY IS LEFT WITH CLEAR IMPRESSION THAT AUTHORTIES FIND IT FAR MORE DIFFICULT TO REVERSE

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PRIOR REFUSALS THAN GRANT FIRST-TIME APPLICATIONS.

END SUMMARY.

2. ONLY SEVEN FAMILY UNITS OF THE 204 WHICH REMAINED ON USG REPRESENTATION LIST 16 OAS OF OCTOBER 1 RECEIVED SOVIET EXIT PERMISSION IN THE ENSURING TWO MONTHS. COUPLED WITH NINE CASES RESOLVED IN AUGUST AND SEPTEMBER, A TOTAL OF ONLY 16 REPRESENTATION LIST FAMILIES HAVE BEEN PROMISED OR HAVE ACHIEVED REUNIFICATION DURING THE PAST FOUR MONTHS. AS OF DECEMBER 1, 79 OF 274 FAMILIES ON ORIGINAL LIST HAVE RECEIVED EXIT PERMISSION, A 29 PERCENT EIGHT-MONTH RATE OF RESOLUTION. HOWEVER, ONE OF THE 79 (UKRAINE, RASHKOVSKIY) WAS RESOLVED IN 1973, AND ANOTHER (UKRAINE, SENDERSKY) REPRESENTS A DOUBLE-LISTING OF SAME INDIVIDUAL (HE IS HUSBAND OF BEILIS, BASIA). THUS MORE ACCURATE COUNTING WOULD SHOW 28 PERCENT RESOLUTION RATE (77 OF 272 FAMILIES).

3. RATE OF RESOLUTION OF REPRESENTATION LIST 16 CASES APPEARS AT FIRST GLANCE TO SIGNIFY CONSIDERABLE PROGRESS BY COMPARISON WITH SUCCESS RATION OF FAMILIES WHICH APPEARED ON PREVIOUS LIST. AFTER EIGHT MONTHS, ONLY 52 OF 221 FAMILIES (23 PERCENT) ON REPRESENTATION LIST 15 HAD BEEN REUNITED (MOSCOW 262 OF 1/8/74). HOWEVER, COMPARISON OF THESE FIGURES IS SOMEWHAT MISLEADING, SINCE AT LEAST 14 OF THE 40 CASES RESOLVED IN APRIL AND MAY, 1974, WERE CARRY-OVER CASES WHICH APPEARED ON BOTH REPLISTS, AND SOME WERE RESOLVED EVEN BEFORE LIST 16 WAS PRESENTED. TAKING FOR GRANTED ASSUMPTION THAT LISTS INFLUENCE SOVIET DECISIONS, IT IS LIKELY THAT ANY CREDIT FOR THE RESOLUTION OF THESE CASES SHOULD MORE PROPERLY FALL TO EFFORTS MADE ON BEHALF OF REPRESENTATION LIST 15 (SEE MOSCOW 8098, PARA TWO). ALLOWANCE SHOULD ALSO BE MADE FOR FACT THAT OF 77 CORRECTLY-ENSCRIBED CASES ON REPLIST 16 RESOLVED TO DATE, EIGHT HAVE BEEN ONLY PARTIALLY RESOLVED IN THAT ONE OR MORE MEMBERS OF FAMILY DID NOT RECEIVE EXIT PERMISSION TOGETHER WITH REST. CONSIDERING THESE FACTORS, AND BEARING IN MIND THAT "CARRY-OVER EFFECT" WOULD BE PRESENT IN ANY SUCCESSION OF LISTS PRESENTED, IT CAN STILL BE ARGUED THAT EMBASSY EFFORTS

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ON BEHALF OF REPLIST 16 FAMILIES HAVE BEEN COMPLETELY SUCCESSFUL IN 55 OF 258 CASES, OR ONLY 21 PERCENT.

4. THREE AREAS IN WHICH LACK OF PROGRESS IS PARTICULARLY NOTABLE ARE REPATRIATION OF DUAL-NATIONAL AMERICAN CITIZENS, REUNIFICATION OF LONG-DIVIDED SPOUSES, AND SITUATION IN BALTIC REPUBLICS IN GENERAL. OF ELEVEN AMERICAN CITIZENS ON LIST DENIED EXIT PERMISSION AS OF

JULY 1, TEN REMAIN REFUSED, DESPITE PERSONAL REPRESENTATIONS ON THEIR BEHALF MADE BY AMBASSADOR ON MARCH 14 AND JULY 17 (MOSCOW A-322); THE SINGLE SUCCESS WAS ELEONORA IECHEPENE (MOSCOW 18073. SIMILARLY, LONG-DIVIDED SPOUSES REMAIN DIVIDED: OF AT LEAST 24 ON LIST AS OF JULY 1, 23 REMAIN, TWO OF WHOM WERE RECENTLY RE-REFUSED (ETELA TROLYKA'S WAS THE ONLY SUCH CASE RESOLVED DURING THE LAST FOUR MONTHS--MOSCOW 18073). FINALLY, THE BALTIC REPUBLICS HAVE GIVEN FEW HOPEFUL SIGNS: IN PAST FOUR MONTHS, ONLY THREE OF POSSIBLE 38 CASES WERE RESOLVED. SINCE BALTICS CONTAIN HIGH PREPONDERANCE OF AMCIT AND DIVIDED-SPOUSE CASES (TEN IN ALL), POOR SHOWING THERE WILL INEVITABLY MEAN POOR SHOWING IN CASES OF MOST IMMEDIATE USG INTEREST--REPATRIATION OF CITIZENS AND REUNIFICATION OF MOST BASIC US-SOVIET FAMILY UNIT.

5. THE OVIRS OF SOVIET ARMENIA, WHICH HAVE PROVIDED THE MOST HOPEFUL SIGNS REGARDING FAMILY REUNIFICATION TO DATE (18 OF 32 REPLIST 16 CASES RESOLVED, 56 PERCENT) IN OCTOBER TOOK THE UNPRECEDENTED STEP OF RESCINDING EXIT PERMISSION WHICH HAD BEEN PREVIOUSLY PROMISED TO A REPLIST FAMILY. NOUBAR NALBANDIAN FAILED TO LIST RELATIVES (JIRAIR AND MEKERTICH NALBANDIAN FAMILIES IN LATVIA PORTION OF LIST) ON OVIR APPLICATION FORMS, AND WHEN THIS WAS DISCOVERED, PREVIOUSLY GRANTED PERMISSION WAS REVOKED. YEREVAN OVIR HAS LIKEWISE REFUSED TO RULE ON APPLICATION OF NOUBAR'S SISTER, ARMENHOUE MAGAKIAN NEE NALBANDIAN, WHO FAILED TO LIST HER RIGA RELATIVES.

COMMENT: FAILURE OF ONE ADULT RELATIVE TO "CONSENT" TO EMIGRATION OF ANOTHER IS COMMONLY CITED BY APPLICANTS
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AS OVIR'S EXPLANATION FOR REFUSAL OF EXIT PERMISSION, EVEN IN MOST RESPONSIVE OF SOVIET REPUBLICS. SUCH REASONING, WHILE POSSIBLY LOGICAL ACCORDING TO SOVIET MENTALITY, IS AT BEST DUBIOUS EXCUSE FOR PLACING FAMILY IN COMPLETELY UNTENABLE SITUATION AFTER PERMISSION HAD ALREADY BEEN PROMISED. END COMMENT.

6. EXPERIENCES OF LONG-TERM USG REPRESENTATION LIST FAMILIES STAND IN INCREASINGLY SHARP CONTRAST TO THOSE OF MANY FIRST-TIME JEWISH AND ARMENIAN APPLICANTS WHOSE EXIT PERMISSION APPLICATIONS ARE OFTEN GRANTED WITHIN TWO MONTHS AND WITH MINIMUM HARASSMENT. IT IS OVERWHELMINGLY FIRST-TIME APPLICANTS WHICH HAVE ACCOUNTED FOR THE ENCOURAGING 40 PERCENT RISE IN EMIGRANTS PROCESSED BY EMBASSY IN 1974 COMPARED WITH 1973 (FIGURES FOR

ELEVEN MONTHS: 1973--656; 1974--919). INESCAPABLE
CONCLUSION IS THAT REPEATED AND FERVENT USG APPEALS
NOTWITHSTANDING, SOVIET AUTHORITIES STILL FIND IT
FAR MORE DIFFICULT TO ACCEDE TO LONG-STANDING, OFTEN-
REFUSED REQUESTS THAN TO GRANT PERMISSION TO HITHERTO
UNKNOWN FIRST-TIME APPLICANTS.
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